

HISTORIC PRESERVATION in FLORIDA

Department of State Report
To The
Florida Legislature
1980

George Firestone
Secretary of State
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I. INTRODUCTION

Historic preservation today means the identification, protection, and beneficial use of the important archaeological, architectural, and historical resources of our society. The movement in the United States dates from the nineteenth century when the impetus to save buildings concentrated on preserving and restoring structures where great events took place or where important people lived. Serious attempts to save buildings in this nation have been traced back to 1813 when Philadelphia residents openly opposed the demolition of the original wing of Pennsylvania's Old State House, Independence Hall. The state sold the structure in 1816 to the City of Philadelphia for \$70,000 to raise money to build a new capitol.

Other early preservation efforts in the United States included successful attempts by individuals and organizations to preserve Fort Ticonderoga in New York and to restore George Washington's Mount Vernon home in Virginia. By the twentieth century, when it had become apparent that preserved buildings attracted tourists to communities, the preservation movement spread. Congress approved the Antiquities Act of 1906 to designate monuments on federal property which were worthy of preservation. Subsequently, in 1935 Congress passed the National Historic Sites Act which charged the Department of the Interior with the responsibility for formulating a national policy of historic preservation. But the century also brought rapid urbanization and increases in real estate value. As America increasingly embraced the idea that "new is better," these factors would serve as major threats to old structures.

What then has caused the startling development and visibility of the historic preservation movement in the 1970s? Many factors. First, the value of preserving our historic, architectural, and archaeological heritage is becoming as universally accepted as the protection of our natural resources. Second, strong legislation has been enacted at the federal and state levels to ensure that future generations are afforded genuine opportunities to appreciate and enjoy our rich heritage. Further, there is positive proof that many buildings can be preserved or restored in ways that promote economic prosperity, urban revitalization, and energy conservation; as a result, historic preservation today includes revitalizing downtowns and rehabilitating old buildings for reuse. Ultimately, the benefits of historic preservation cannot be defined in terms of society's taste, but in terms of society's health.

If, however, historic preservation is to achieve its fullest potential, Floridians must not lose sight of their primary reason for preserving: knowledge about and preservation of significant archaeological, architectural, and historical elements of our past give dimension to the present and direction to the future. And, we shall have to work at preserva-

tion in the sure knowledge that only the most cost effective and efficient programs will survive in the years ahead. Continued success of the preservation movement requires greater public awareness of the cultural and economic benefits of historic preservation and greater public participation in the process at the grassroots level. This is the key to the future of historic preservation in Florida and in our nation.

II. DEPARTMENT OF STATE STUDY OF HISTORIC PRESERVATION POLICIES AND PROGRAMS IN FLORIDA

The State of Florida has a long and substantial record in the field of historic preservation. Citizens, government officials, and university scholars long ago recognized the rich and diverse heritage encompassing historical, archaeological, engineering, and architectural elements. Archaeological survey and salvage programs began in the state as early as 1875. However, state sponsored programs did not begin until the 1940s with the funding of archaeological activities under the auspices of the Florida Park Service and later in the 1950s through anthropologists at the University of Florida and Florida State University.

In 1959 the state broke new ground with the creation of the St. Augustine Historical Restoration Commission, now known as the Historic St. Augustine Preservation Board. By 1965 the Florida Legislature had declared it to be a state policy to protect and preserve objects of historic value. Between 1965 and 1967 concerned state officials and university scholars conducted an in-depth study to produce comprehensive legislation for the protection of Florida's archaeological and historical resources. As a result of the study, the 1967 Legislature passed the Florida Archives and History Act, the principal piece of historic preservation legislation in Florida. Most significantly, this legislation provides that all properties of historical or archaeological value abandoned on state owned lands or state sovereignty submerged lands (state owned land underwater) are the property of the State of Florida. The Division of Archives, History, and Records Management, Department of State carries out the statewide mandates of this law.

In 1967 following the St. Augustine model, the Legislature established the Pensacola Historical Restoration and Preservation Commission, now known as the Historic Pensacola Preservation Board. Other Preservation Boards followed: Tallahassee in 1970, Key West in 1972, Boca Raton in 1974, Tampa/Hillsborough County in 1975, Broward County, and Volusia/Flagler Counties in 1977. As a further commitment to historic preservation, the Legislature voted overwhelmingly in 1978 to restore one of Florida's most important historic structures, the Historic Capitol. That restoration is now well underway.

In 1976 under the Sunset Act, Florida's Legislature instituted the procedure of systematically reviewing statutes which regulate the practice of certain professions and occupations. Two years later, the Legislature passed the Sundown Act. It mandated a similar review of lay bodies in the executive branch by repealing their authorizing legislation on a regular basis. The rationale was compelling.

The Legislature finds it to be in the public interest to systematically review the need for and the benefits derived

from boards, committees, commissions, and councils adjunct to executive agencies which were created by statute.

Two years prior to the date of repeal of the boards, committees, commissions, councils. . . , the Legislature shall review said boards, committees, commissions, and councils to determine which if any should be reestablished in the public interest; provided no such reestablishment shall be for a period of longer than 6 years.

Under this procedure six of Florida's state Historic Preservation Board statutes were repealed effective October 1, 1981, unless reenacted or revised by the Legislature prior to that date. The six boards are: Boca Raton, Tampa/Hillsborough County, St. Augustine, Pensacola, Key West, and Tallahassee. The Preservation Boards of Broward County and Volusia/Flagler Counties were not included in the Sundown repeal.

Secretary of State George Firestone, as Florida's chief preservation officer, sought to make the Sundown review more meaningful and effective by broadening it to include all historic preservation components within the Florida Department of State. His goal has been to determine how to provide better services for all of Florida's citizens and to make recommendations to the 1980 Legislature concerning the role the state should assume in initiating and delivering these services in the future.

To accomplish these tasks during the past eight months the Department has conducted a comprehensive study of historic preservation services and policies in Florida. Financial support for the study was furnished by the Heritage Conservation and Recreation Service of the United States Department of the Interior. Department of State staff has worked closely with staff of the Florida Senate and House of Representatives Governmental Operations Committees and with the Governor's Office during the study.

One of the most visible and productive parts of the study was a series of eleven public hearings conducted by the Department in the eight cities with state Historic Preservation Boards and in Orlando, Miami, and Jacksonville. These hearings were attended by Legislators, Legislative staff, local officials, Preservation Board Directors and staff, Preservation Board Trustees, interested citizens, and members of private preservation organizations. The series proved invaluable to the project because it represented the greatest citizen involvement in the informational process. Nearly 1,000 citizens attended the hearings and made their feelings known. These citizens demonstrated clearly that there is a substantial preservation constituency in the state.

Information was also gathered through distribution of a questionnaire about Florida's present and future preservation programs. In addition, Department staff made numerous visits to all Preservation Boards

and interviewed staff and Board Trustees. Secretary of State Firestone also visited each Historic Preservation Board.

At the conclusion of the public hearings, the Directors of the state Historic Preservation Boards met with Department staff to discuss and review preliminary findings. The Directors of the Florida Trust for Historic Preservation, Florida's statewide private preservation organization, also participated in the meeting. Project staff sought comments from preservation programs in Georgia, South Carolina, North Carolina, Ohio, Maryland, and from the Heritage Conservation and Recreation Service of the U.S. Department of the Interior.

In January 1980 a preliminary statement of conclusions and recommendations was mailed to interested individuals, public agencies, private organizations, and to all members of the Florida Legislature. The preliminary statement was designed to provide a framework within which to work and to again seek public comment. Twelve hundred statements were distributed statewide. Written and oral responses to the statement have resulted in significant clarification and refinement in the Department of State recommendations; however, the general conclusions articulated in the preliminary statement were reaffirmed:

1. **Local initiative, support, and involvement are mandatory to generate the enthusiasm, pride in local heritage, and the continuity necessary for a successful program.**
2. **Access to professional staff services is vital to coordinate the needs of local citizens and communities with state and federal programs.**
3. **Coordination of preservation activities should be provided by the state to implement state and federal preservation priorities.**
4. **Protection and enhancement of statewide and nationally significant resources are clearly responsibilities of state and federal government.**
5. **There must be continued and enhanced cooperation and coordination between the public and private sectors.**
6. **Historic preservation can be an important tool of economic development as well as cultural enrichment.**

III. HISTORIC PRESERVATION PROGRAMS IN FLORIDA

Division of Archives, History, and Records Management, Department of State

The Florida Archives and History Act of 1967 (Chapter 267, Florida Statutes) is the principal piece of historic preservation legislation in Florida and is recognized as one of the strongest in the country. The Act was the result of a two year study conducted by the Antiquities Commission, the Secretary of State's office, the State Archaeologist, the State Geologist, and the Attorney General to produce comprehensive legislation for the protection of Florida's archaeological and historic resources.

Chapter 267, Florida Statutes, defines the statewide powers, duties, and responsibilities of the Division of Archives, History, and Records Management, Department of State; establishes the basic organization framework for protection antiquities on state lands; and provides the mechanism whereby the state becomes involved in other protection and preservation activities. Its policy statement is particularly important:

It is hereby declared to be the public policy of the state to protect and preserve historic sites and properties, buildings, artifacts, treasure trove, and objects of antiquity which have scientific or historical value or are of interest to the public, including, but not limited to monuments, memorials, fossil deposits, Indian habitations, ceremonial sites, abandoned settlements, caves, sunken or abandoned ships, historical sites and properties and buildings or objects, or any part thereof relating to the history, government and culture of the state. (s. 267.061(a), Florida Statutes)

It is further declared to be the public policy of the state that all treasure trove, artifacts and such objects having intrinsic or historic and archaeological value which have been abandoned on state-owned lands or state-owned sovereignty submerged lands shall belong to the state with the title thereto vested in the Division of Archives, History, and Records Management of the Department of State for the purpose of administration and protection. (s. 267.061(b), Florida Statutes)

Within the Division, the Bureau of Historic Sites and Properties is charged with the responsibility to locate, acquire, protect, and preserve historic sites and properties; to develop a comprehensive statewide preservation plan; and to encourage the acquisition, preservation, restoration, and operation of historic sites and properties by other state agencies to foster an appreciation of history. The Bureau is also responsible for conducting an archaeological survey of the state and for undertaking salvage activities when necessary and proper. Significant amend-

ments to Chapter 267 relating to historic preservation include the creation in 1973 of the Historic Preservation Project Review Council to evaluate all proposals for capital outlay requiring financial assistance from the state and the creation of the Historic Preservation Trust Fund within the Division in 1978.

To carry out its statewide responsibilities, the Bureau of Historic Sites and Properties conducts historic, architectural, and archaeological surveys and salvage operations; reviews development projects to determine the likelihood of adverse impact to archaeological and historic sites throughout Florida; and maintains the Florida Master Site File, the list of all reported historical and archaeological sites in the state. Additionally, the Bureau administers the state historic marker program; maintains an archaeological and architectural reference collection; and provides information and technical assistance to local groups, organizations, and other state agencies. The Bureau also operates a Conservation Laboratory to stabilize and care for artifacts and material recovered from shipwrecks, salvage, and other archaeological projects.

The Director of the Division of Archives, History, and Records Management also currently serves by gubernatorial appointment as Florida's State Historic Preservation Officer (SHPO). The Bureau of Historic Sites and Properties is the SHPO staff. The SHPO and staff administer the federal historic programs in Florida. These include the National Register of Historic Places, federal matching grants for the location, acquisition, and development of historic properties, environmental review procedures, certification for tax benefits under the Tax Reform Act of 1976, and coordination of federal programs with local groups and other state agencies.

In addition to the Bureau of Historic Sites and Properties, the Division of Archives, History, and Records Management includes the Bureau of Archives and Records Management, the Bureau of Publications, and the Bureau of Historical Museums.

State Historic Preservation Boards, Department of State

Under Chapter 266, Florida Statutes, the Florida Legislature has established eight state Historic Preservation Boards in the Department of State. The first, the St. Augustine Historical and Restoration Commission, was created in 1959. The Boards are mandated to preserve and protect the historical and cultural properties within specific geographical areas. The St. Augustine statute provided the model for those that followed. The statement of intent is quite broad:

There is created within the Department of State the Historic St. Augustine Preservation Board of Trustees, a body corporate, the purpose and function of which shall be to acquire, restore, preserve, maintain, reconstruct, reproduce, and

operate for the use, benefit, education, recreation, enjoyment, and general welfare of the people of this state and nation certain ancient or historic landmarks, sites, cemeteries, graves, military works, monuments, locations, remains, buildings, and other objects of historical and antiquarian interest of the City of St. Augustine, Florida, and surrounding territory. (s. 266.01, Florida Statutes)

The statute provides that Board members be appointed by the Governor and that the Board have the powers to sue, to contract, to acquire, hold, rent, lease, and dispose of real and personal property, and other such powers consistent with its purpose and legal standing as a body corporate. The county and city are authorized to make an annual appropriation to the Board to carry out its purposes. Staff salaries are paid by the state, but operating expenses are raised from a variety of other sources. Within the Department of State, the Boards are subject to budget review and approval by the Secretary of State. Later additions to Chapter 266 authorized local governing bodies to establish historic districts and to appoint Architectural Review Boards to preserve the integrity and appearance of these districts.

St. Augustine

The St. Augustine Commission was created by the Legislature upon the recommendation of a Blue Ribbon Committee appointed by Governor LeRoy Collins. The Committee strongly urged the Legislature to establish a commission to preserve and protect the cultural resources of St. Augustine, which were in a serious state of neglect and deterioration. The St. Augustine Board began and now operates *San Agustin Antiguo*, a restored 18th century Spanish colonial village in the heart of the old city. In St. Augustine, the Board has restored, preserved, or reconstructed a total of twenty-four structures on eighteen pieces of property. In addition, the St. Augustine Board is actively involved in historic and archaeological survey and salvage work in the city and cooperates with local organizations to promote preservation activities in St. Augustine.

Pensacola

In 1967 the Legislature created the Historic Pensacola Restoration Commission in response to the need to protect the cultural resources of that city. The Pensacola Board's museum operations and interpretive facilities are centered in the Seville Square Historic District. The Board operates and maintains the West Florida Museum of History, several house museums, a Transportation Museum, a logging train, and a saw mill in the district. The Board has also preserved numerous historic structures for rental or lease, a major impetus in the successful infusion of compatible commercial activity within the District. A 1977 study of the economic benefits of the Historic District, prepared by the University of West Florida, found that the District was a tourist attraction second only

to the beaches; in one year's time it had brought in \$610,000 in sales tax revenue alone. The Pensacola Board also provides a successful educational outreach program through its museum facilities and directs survey and planning activities in other areas of the city and Escambia County.

Tallahassee

The Historic Tallahassee Preservation Board, created in 1970, is charged to preserve and protect Florida's capital and surrounding area. In 1973 the state purchased the 1856 Brokaw-McDougall House, which has been restored by the Board. The mansion is used for Board offices and as a state conference site. The Tallahassee Board has been actively involved in the preservation of Florida's Historic Capitol, as well as in the survey and preservation of significant properties in Tallahassee and Leon County. Board publications include brochures on the Florida Capitol and the Historic Capitol, and several studies of historic structures in Tallahassee.

Key West

The Historic Key West Preservation Board, created in 1972, grew out of the local Monroe County Historical Restoration and Preservation Commission. Overall, the Board's activities have been directed at identifying the cultural resources of the Florida Keys and protecting them. The Board has worked with the Division of Archives, History, and Records Management to survey the cultural resources of the City of Key West and to expand the National Register District in the old city. It assisted in the restoration of San Carlos Opera House, to be used as a theatre and community center for the fine arts. The Key West Preservation Board presently owns the following properties in Key West: the Old Armory, the Old City Hall, and the Oldest House.

Boca Raton

The Historic Boca Raton Preservation Board was established in 1974 in response to the imminent demolition of the F.E.C. Railroad Passenger Station, an exceptional landmark in Boca Raton. The Board has continued to serve as a focal point for preservation interests in Boca Raton and surrounding areas, educating the public and coordinating successful efforts to preserve significant structures. The Board is also involved in the ongoing historical and architectural survey of properties in Boca Raton. As a result of Board efforts, the identification and survey of significant sites is now a part of the City Comprehensive Plan and will appear in the City Open Space and Recreation Master Plan.

Tampa/Hillsborough County

In 1974 a committee formed by the City of Tampa recommended the formation of a countywide historic commission as the most effective approach of managing the historic resources of Hillsborough County. This recommendation led to the creation of the Tampa/Hillsborough

County Board in 1975. Since its formation, the Board has assumed a leadership role in preservation and centered its major efforts on identifying the county's historic resources and stimulating the private sector to undertake the preservation of historic buildings. The Board and staff have been successful in obtaining nearly \$200,000 in matching grants for public and private agencies for restorations and over \$100,000 in survey and planning grants for itself and other groups. Recently, the Board, together with the Tampa Community Design Center and the City of Tampa, received a demonstration HUD Livable Cities grant for an economic development plan for West Tampa. The Board has also developed a schematic plan for the redevelopment of Tampa's most historic area, Ybor City, to be developed and financed primarily by the private sector. A recent project of the Tampa Board was the publication of a manual for the sensitive rehabilitation of older housing in Tampa. This is the first such manual published in Florida.

Broward County

Threats to the existence of older buildings and concern about use of Broward County's remaining open land and existing housing stock led to the creation of the Historic Broward County Preservation Board in 1977. The Board has completed a countywide windshield survey to identify major resources which will be incorporated into the Historic Preservation segment of the Broward County Master Plan. The Board has also received federal matching monies to compile a comprehensive inventory of the county's historic resources and is retaining a team of professional preservation consultants to accomplish this. In addition, the Board actively coordinates its program with other preservation groups and interests in the county.

Volusia/Flagler Counties

The Historic Volusia/Flagler Counties Preservation Board was established in 1977. No appointments have yet been made to the Board.

The Florida Trust for Historic Preservation, Inc.

The Florida Trust for Historic Preservation is a private nonprofit organization whose purpose is:

- to promote the preservation of districts, sites, buildings, structures, and objects of historical, architectural, and cultural significance within the State of Florida and

- to coordinate with the State of Florida and other groups, both public and private, interested in preserving Florida's heritage.

Incorporated in 1978, the Trust has grown rapidly and is the largest private statewide preservation group in Florida.

The role of the private sector in historic preservation has long been recognized. In 1949, Congress chartered the National Trust for Historic

Preservation as a private nonprofit organization to encourage public participation in historic preservation. Prior to the formation of the Florida Trust, there was no statewide organization to specifically coordinate the efforts of private sector in historic preservation.

The major issue which led to the formation of the Trust was the debate over the preservation of Florida's Historic Capitol. Florida members of the National Trust for Historic Preservation held organizational meetings in the spring of 1977 and in the spring of 1978 and played a major role in the successful preservation of the old Capitol. The realization of the great value of an organized statewide constituency has led members of the Florida Trust to identify other worthwhile preservation activities.

The Board of Directors of the Trust is elected by the membership and serves without compensation. Officers of the Trust are elected by the Board. At present the Trust is initiating a network of Advisors, one from each Florida county, to facilitate direct communication with local communities, support for local issues, and coordination of statewide efforts. Membership in the Florida Trust is open to all interested individuals and organizations. A special joint membership with the National Trust is also available.

Preservationists understand that while eleventh hour attempts to save an endangered property may produce the desired results, all too often, crisis oriented movements soon lose momentum once the issue has been resolved. The goals of the Florida Trust for Historic Preservation are to encourage, stimulate, and promote the development of a grass-roots preservation constituency throughout the state and to ensure that there is a long term commitment of the private sector for the preservation of Florida's unique and precious heritage. The Trust also acts, in an informal way, as the liaison between the private sector and the Division of Archives, History, and Records Management, Department of State.

IV. FEDERAL HISTORIC PRESERVATION PROGRAMS

In 1966 the United States Congress passed the National Historic Preservation Act expanding the National Register of Historic Places, initiating historic preservation matching grants, and creating the President's Advisory Council for Historic Preservation. Subsequent legislation, most notably the National Environmental Policy Act of 1969 and Presidential Executive Order 11593 "Protection and Enhancement of the Cultural Environment," strengthened the federal commitment to historic preservation by providing limited protection for historic resources in the form of an environmental review process when federal agencies are involved.

Federal historic preservation programs and procedures are administered by the Florida State Historic Preservation Officer who is presently the Director of the Division of Archives, History, and Records Management, Department of State.

National Register of Historic Places

The National Register of Historic Places is America's official inventory of "districts, sites, buildings, structures, and objects significant in American history, architecture, archaeology, and culture." The list contains properties that are of state and local, as well as national significance and serves as a planning tool for local, state, and federal governments. Since 1966 approximately 19,000 properties have been listed. Ten percent of these are historic districts—a combination of buildings, spaces, or archaeological sites that individually may lack sufficient importance to be included, but which collectively have architectural, historical, or archaeological significance.

Listing in the National Register is beneficial for the property and for the owners of properties. National Register designation provides formal recognition of the significant qualities of a property, a permanent record should property later be destroyed or altered. In cases where proposed federal actions would affect cultural properties on the Register or determined to be eligible for the Register listing, federal agencies are required to seek and consider comment from the Advisory Council on Historic Preservation before implementation of the proposed action. Although the Advisory Council has no injunctive power to halt federal projects that threaten properties on or eligible for listing in the National Register, the mechanism does insure that historical values will be considered in federal project planning. When conflict between such projects and historical values cannot be avoided, the Advisory Council provides a high level forum for assessing the public interest and recommending courses of action. As well, federal matching grants-in-aid are available for survey and planning, and for acquisition and development projects involving National Register properties. Owners of the National Register properties

are also eligible for federal income tax benefits under the Tax Reform Act of 1976 and the Revenue Act of 1978.

National Register Process in Florida

Nomination to the National Register of Historic Places is a lengthy procedure. Any site nominated to the Register encounters an extensive review process and is evaluated strictly on the criteria of significance as outlined by the Secretary of the Interior (see Appendix I). Action on any particular site is not immediate. From the time of initiation a year is not inconsistent with the requirements for listing. The process for nomination in Florida is as follows:

Initiation

Individuals, private organizations or public agencies may request the designation of a site or district to the National Register. Requests are made to the State Historic Preservation Officer. SHPO staff may also initiate proposals of sites for listing in the Register.

Listing in the Florida Master Site File

The Florida Master Site File is not a state register, but in a more positive sense is an inventory or archaeological, architectural, historical, and graphic data relevant to sites in Florida. Ultimately, the Master Site File is designed to contain a comprehensive and permanent documentation of Florida's physical heritage. Not all of the sites listed in the Master Site File are eligible for the Register, though some sites may become eligible at a future date. Data for the FMSF is recorded on standardized forms which may be filled out by the requesting individual or agency. Upon completion of the Master Site Forms, SHPO staff reviews these forms to determine if the site meets NR criteria. If a property is eligible, the form is submitted to Florida's National Register Review Committee, composed of six professionals representing the fields of history, archaeology, architectural history, and architecture.

Notification of the Public

Property owners and public agencies who may be affected by a nomination are notified thirty days in advance of State Review Committee meetings. Citizens are encouraged to attend these meetings. Public hearings and informational sessions where a district nomination is pending are a requirement of the registration process in Florida. These sessions provide information to local citizens concerning the implications of listing in the National Register and a forum for the public to express their opinions.

State Review Committee

The Florida National Register Review Committee meets approximately six times a year to review proposed National Register nominations. Property owners and interested citizens are encouraged to attend these meetings. If in the judgment of the Committee a property qualifies under the federally established criteria, the nomination is approved. A National Register nomination form is then prepared by the staff and signed by the SHPO.

Submission to the Keeper of the National Register

The SHPO submits the signed nomination to the Keeper of the National Register, Heritage Conservation and Recreation Service, Department of the Interior for review. If the nomination is approved, the property is listed in the National Register. The SHPO is notified and he notifies property owners.

Federal Income Tax Incentives

Tax Reform Act of 1976

Congress sought to narrow the gap between preferential tax treatment offered new construction of commercial buildings and rehabilitation of older structures by the passage of Section 2124 of the Tax Reform Act of 1976. This act encourages private investors to preserve and rehabilitate *income producing* historic structures. In summary, section 2124 provides for:

1. Accelerated depreciation of the adjusted basis of substantially rehabilitated historic buildings; or
2. Amortization of rehabilitation expenditures over a five year period, even if the expected life of the improvements last over five years;
3. Denial of demolition costs of qualified historic buildings as current expenditures;
4. Denial of accelerated depreciation for replacement structures, limiting replacement structures to straight line depreciation;
5. Liberalized charitable contribution deductions on income, estate, and gift taxes for conservation purposes including historic preservation.

To qualify for tax benefits, a historic property must be listed in the National Register, either individually or as a part of a National Register District. Properties located in a historic district authorized by state or local statute which has been certified by the Secretary of the Interior also qualify. Properties must be used in trade or business or held for the production of income, such as commercial or residential rental properties. Private residences are not eligible. In addition, rehabilitation work must be consistent with the historic and architectural integrity of the

property or the district according to standards developed by the Secretary of the Interior.

Historic Preservation Certification applications may be obtained from the Florida State Historic Preservation Officer (the Director of the Division of Archives, History, and Records Management, Department of State). Staff of the Division of Archives, History, and Records Management works with owners to prepare the certification application and provides direction and information concerning the standards for rehabilitation.

The Internal Revenue Service is responsible for all procedures, legal determination, rules, and regulations concerning the tax consequences of the historic preservation provision of the Tax Reform Act of 1976. Any certifications made by the Secretary of the Interior pursuant to these provisions shall not be considered binding upon the Internal Revenue Service with respect to the tax consequences.

According to data recently released by the Department of the Interior, since the law went into effect, 753 rehabilitation projects representing \$424 million in investment funds have been certified as qualified to receive tax benefits. Some of these projects are nationally known buildings such as the Goodyear Airdock, the Chrysler Building, the Bellevue-Stratford Hotel and the Boston Navy Shipyard, but the majority are of state and local significance. Rehabilitation projects include hotels, breweries, railroad stations, commercial buildings, schools, apartment buildings, mills, warehouses, theaters, and rental homes. While most projects are located in urban areas, as many are found in towns of moderate size as in large cities. Most projects are in historic districts, either in downtown commercial areas or in older residential areas.

Significantly, about 54 percent of the projects certified provide for housing units. Of the 4,074 housing units approved, 80 percent were previously vacant or in commercial or nonresidential use. This represents a net increase of 3,302 new units. Of these units nearly 35 percent are for use as low-income housing and many for senior citizens. The remaining certified buildings being rehabilitated provide office or retail space—often in mixed use situations.

Tax incentives are being used for both large and small rehabilitation projects. Nearly one third of the projects had budgets of under \$100,000. Twenty percent of the certified rehabilitation projects were for modest improvements costing less than \$50,000 undertaken by individual owners or stores or rental residential owners.

Revenue Act of 1978

Section 315 of the Revenue Act of 1978 provides for a 10 percent investment tax credit to encourage the rehabilitation of older buildings. In most cases, the credit is computed at the rate of 10 percent of the costs

of rehabilitating a qualified building. Unlike the tax incentives of Section 2124 of the Tax Reform Act of 1976, which are deductions from gross income to reach taxable income before figuring actual taxes owed, the credit is deducted from the income tax normally due the federal government. Buildings which qualify must have been in use at least 20 years or more and at least 75 percent of existing external walls must remain in place as external walls after rehabilitation. This tax credit applies only to buildings with industrial or commercial purposes and not to residential rental units (apartment houses). The type of eligible building is determined on the basis of its use when placed in service after rehabilitation. Therefore, an apartment building rehabilitated for use as an office building would be treated as an eligible office building.

Historic Preservation Trust Fund Grants-In-Aid Program

Under the National Historic Preservation Act of 1966, Congress established a National Historic Preservation Trust Fund with monies derived from revenue generated by the Outer Continental Shelf Lands Act. Annually, Congress appropriates money from the Historic Preservation Fund for historic preservation activities. The appropriation for fiscal year 1980 (October 1, 1979-September 30, 1980) is \$55 million. These monies are then apportioned to the states and territories, and to the National Trust for Historic Preservation by the Secretary of the United States Department of the Interior. The federal funds are awarded on a 50% matching basis and must be matched by an equal amount of cash or integral and necessary in-kind contributions. In order to participate, a state or territory must operate an approved program administered by a State Historic Preservation Officer who is appointed by the governor or chief executive officer. Funds may be transferred by State Historic Preservation Officers to nonfederal governmental units, private organizations, corporations, and individuals for allowable activities upon approval by the Department of the Interior.

Historic Preservation Trust Fund monies may be used for:

1. Survey and planning to assist in the identification, evaluation, and nomination of properties to the National Register of Historic Places; planning the protection of historic properties, and staff salaries, materials, and travel necessary for the conduct of these activities.
2. Acquisition and development of historic properties to assist costs of acquisition and/or development of properties listed in the National Register, and necessary related preconstruction costs such as preconstruction research, preparation of plans and specifications, and related activities.

Grants to the National Trust assist the purposes of that congressionally chartered nonprofit organization under the following com-

ponents: maintenance and administration, technical assistance and education, acquisition and development, and general administration.

For fiscal year 1980, the Florida State Historic Preservation Officer received obligational authority from the Secretary of the Interior for \$1,001,104: \$590,411 for survey and planning and \$410,693 for acquisition and development projects. Grant application forms may be obtained from the Florida State Historic Preservation Officer who is the Director of the Division of Archives, History, and Records Management, Department of State. Generally, potential recipients must complete applications in early summer to be eligible to receive matching funds for the next fiscal year (October 1-September 30).

V. BENEFITS OF HISTORIC PRESERVATION AND CONSERVATION OF THE BUILT ENVIRONMENT

The ultimate objective of the historic preservation movement is to preserve and protect historically significant properties for the cultural, educational, and aesthetic enrichment of present and future generations of Americans. However, if the movement is to gain widespread acceptance and permanence in American society, conservation of our historic resources also must be economically feasible and beneficial. In other words, profit as well as pride must be considered. Until recently, the economic benefits of historic preservation have not been stated clearly. However, documentation does exist to demonstrate that historic preservation contributes in very meaningful ways to a healthy economy and environment.

Adaptive Reuse or Rehabilitation of the Built Environment is an Economically Feasible Alternative to New Construction

The idea of adaptive use of the built environment is not a new concept; all over the world buildings have been modernized and adapted to accommodate changing tastes for hundreds of years. What is new, at least in America, is the possibility of recycling older buildings in lieu of new construction as preferable and more profitable.

Adaptive reuse usually means retaining as much of the architectural integrity of the interior and exterior as possible while adding modern mechanical systems to provide contemporary levels of comfort, convenience, and safety. Preservation and systematic reuse of suitable buildings are not necessarily exercises in classical restoration.

Recycling projects generally take less capital to start and less time to complete; they tie up less money over a shorter period before the investor realizes a return. *Business and Preservation Inform*, 1978, a preservation study, while indicating no universal rules, found that reuse costs run from 30%-40% less than new construction for equivalent structures. Examples of the feasibility of rehabilitation over new construction are numerous. New Hampshire's State Legislature, not well noted for free spending, in view of results of alternative feasibility studies for new construction and for renovation, decided to adapt Concord's Old Post Office (1884) into legislative offices. According to project architects, the project will cost around \$4 million, compared with \$10 million for a new building providing comparable square footage. Likewise, Vermont has a major preservation program to provide needed space. Several reused buildings are key elements in the Vermont Capitol Complex. Besides being functional and economical, they compliment and set off the recently restored State Capitol of 1836 and 1849.

City and county concern is growing about the built environment and reuse economics. Over 570 cities now have landmark and historic preservation laws. Only 100 such laws existed ten years ago. Rochester, New York acquired and rehabilitated the Old Federal Building for \$6 million, \$5 million less than new construction would have cost for equal space. Baltimore City Hall was restored for \$10 million; replacement would have cost \$14 million; the 100 year old city hall was adapted to provide 85% more space for offices and ceremonial use than it afforded in the past.

Another excellent example of the cost effectiveness of rehabilitation over new construction can be found in Gainesville, Florida. In April 1979 the City of Gainesville completed renovation of the Thomas Center, originally a large private residence constructed in 1906 and converted into a hotel in the 1920s. The rehabilitation was accomplished for \$35 per square foot including cost of purchase. By contrast, the recently completed Alachua County Judicial Center, located five blocks from the Thomas Center, was constructed at a cost of approximately \$85 per square foot. The two structures are comparable in size.

The Thomas Center houses city offices, including the Office of Cultural Affairs, as well as three art galleries, a local historic research center, meeting space for nonprofit corporations, and general meeting space for city needs. Because the cost of rehabilitation of the Center was low, the city was also able to preserve six acres of green space around the Center for park and recreational use. Not only has the Thomas Center become a focal point for community activity, voluntary services, and the arts in Gainesville, it has also stimulated the redevelopment and revitalization of the area and is an excellent example of the use of historic preservation as a redevelopment technique.

Additionally, by their nature, restoration projects are also labor intensive; they rely less on expensive heavy machinery and costly structural materials than new construction. These factors conserve resources and employ proportionally greater numbers of workers. Kenneth Tapman, General Counsel for the Advisory Council on Historic Preservation, in testimony before the House subcommittee on Economic Development in February, 1977, said that "50% more jobs per \$1 million spent were produced by restoration and renovation than by new construction." Senator Patrick J. Leahy of Vermont, one of the staunchest preservation supporters in Congress, pointed out that a citywide project in Vermont used \$350,000 in EDA funds to generate 60 new jobs. However, welfare for these same 60 people would have cost \$360,000. It, therefore, proved \$10,000 cheaper to provide 60 meaningful jobs to individuals than it would have cost to have them sit idle—dependent upon unemployment. Senator Leahy asked: "Which is the better return on your tax dollars?" In this same respect, rehabilitation projects are also less in-

flationary than comparable new construction when one considers that cost of new construction materials has tripled over the past ten years, while the cost of labor has increased approximately 25%.

Historic Preservation Projects Save Energy

A May 1979 study by the President's Advisory Council on Historic Preservation, "Assessing the Energy Conservation Benefits of Historic Preservation," examines the energy efficiency of rehabilitation projects versus new construction. The study found that approximately one third of all energy consumed in the United States involves buildings, their operation and construction. Five percent of American energy is consumed in obtaining, refining, and transporting construction materials.

The study states that it is important that preservation receive proper credit for its energy savings.

"Once energy is embodied in a building, it cannot be recovered and used for another purpose—eight bricks embody energy equivalent to a gallon of gasoline but cannot fuel a car. Preservation saves energy by taking advantage of the nonrecoverable energy embodied in an existing building, and extending the use of it." (italics added)

Because the energy embodied in an existing building was invested long ago and is nonrecoverable, its economic value is not adequately recognized by normal economic comparisons of preservation versus new construction. In answer to the claim that new buildings are more efficient energy users, the study found that this claim does not take into account all of the energy required to construct a new building. To assess energy required to construct a new building the study identified three kinds of energy consumption:

1. Embodied energy to process materials and put them in place.
2. Demolition energy to tear down a building and dispose of the materials.
3. Operating energy to provide heat, light, cooling, and ventilation.

The study devised formulas to determine total energy usage. These formulas give answers in the form of British Thermal Units (BTU's), a standard of expressing energy use. The report applies these formulas in three case studies.

1. Conversion of the Grand Central Arcade, an old hotel in Seattle's Pioneer Square, to a shopping and office complex saved the equivalent of 700,000 gallons of gasoline, enough to offset the additional energy needed to operate the complex when compared to a new facility for more than 200 years.
2. Austin House, an old carriage house in Washington, D.C., underwent an extensive rehabilitation that left only the exterior walls standing before it was converted into three apartments. The

study showed that rehabilitation used half the energy that would have been required in a new building. Additionally, heating and cooling the building will use 5 percent less energy than a new building. The energy saved over 30 years would be enough to heat and cool a similar size new building for over 10 years.

3. The study also examined the feasibility of rehabilitating Lockefield Garden Apartments in Indianapolis, an abandoned low-income project built in 1935 by the Works Project Administration. The study reported that the energy already invested in the structure would have a net advantage over an equivalent new complex for more than 50 years.

America's built environment, the study concluded, represents a major energy investment just as our coal and oil buried underneath the ground.

As a further point, old buildings are often inherently energy efficient. Thick walls, windows that open for natural ventilation and allow light in, and other design features contribute to their efficiency. A study made for the U.S. Energy Department indicates that office buildings constructed between 1945 and 1975 consume as much as 70% more energy than those built before 1945. With proper rehabilitation, old buildings require no more energy, on the average, than new buildings for operation.

Historic Preservation Also Directly Contributes to Urban Revitalization

The President's Advisory Council on Historic Preservation report, "The Contribution of Historic Preservation to Urban Revitalization," released in January 1979, examines in detail four urban historic districts of varying size, geographic distribution, and economic, social, and environmental conditions. The four areas (Old Town in Alexandria, Virginia; the Strand in Galveston, Texas; the historic district in Savannah, Georgia; and Pioneer Square in Seattle, Washington) were once economically and socially blighted areas, now restored and economically vital. Old Town in Alexandria is primarily a residential community which also includes stores, restaurants, and offices. The Strand in Galveston, Texas, once a deteriorated warehouse area, now consists of stores, restaurants, offices, and apartments. Savannah's historic district, the nation's largest National Register district, includes the revitalized central business district and a series of restored neighborhoods. In Seattle, Pioneer Square was the original skid row. Today it is an office center with shops and restaurants. All four historic districts are tourist attractions.

The Advisory Council Study concludes that the historic preservation process was directly related to the redevelopment of these four urban areas. In fact, *the revitalization process began as a preservation related activity when the loss of a significant property or properties threatened to erase historic or architectural character of the area.* Energetic preserva-

tionists then became the catalysts to begin the restoration process, leveraging the initial funds, gaining local political support, and educating the public. Significantly, all four districts are listed on the National Register and all except Galveston are designated historic districts by local ordinance.

The physical improvements made by the preservation and restoration of significant properties within these districts are obvious, but preservation of significant structures also encouraged a return of business, tourists, and permanent residents resulting in adaptive reuse of much of the building stock, not just historically significant structures. Increased retail sales, higher property values, and new employment followed. Social benefits include a significant reduction of violent crime, an increase in the quality of life, and a renewed sense of pride benefiting the entire community. (See Appendix II)

Historic Preservation Does Leverage Private Investment Dollars

Unlike the urban renewal projects of the past, historic preservation projects have not been heavily subsidized by government funding. However, in many cases public monies do provide the impetus for private investment. In March 1980 before the Interior and Insular Affairs Committee of the United States House of Representatives, Mayor Vincent A. Cianci, Jr. of Providence, Rhode Island demonstrated how a relatively small amount of federal funds leveraged extensive private development. For example, a \$66,000 federal historic preservation planning grant stimulated in excess of \$20 million in private investment and the restoration of 75% of the houses in the College Hill neighborhood. In addition, from 1959 to 1977, the area's tax base tripled. Mayor Cianci stated that in downtown Providence \$10 million in public investment has resulted in \$50 million from the private sector.

The Advisory Council Report on urban revitalization also indicated that private investment outweighed public investment. In Savannah's historic district, public monies totaled \$36 million; private investment totaled \$80 million, of which \$40 million was for restoration. In Seattle's Pioneer Square, \$2.1 million came from public funds; private sources have invested \$18 million. In Galveston's Strand National Historic Landmark District, \$2.9 million in public funding is outweighed by \$4.2 million in private dollars. In the Historic District in Alexandria, public investment totaled \$28.9 million; a figure for private investment was not available.

The Advisory Council study on urban revitalization is complemented by a 1977 report, "Economic Impact of the Pensacola Historic District," prepared by the Department of Economics and Marketing of the University of West Florida. The Historic Seville Square District consists of approximately twenty square blocks in the heart of the old city. The area was first settled by the Spanish in 1752 and was subsequently occupied

by the British, reoccupied by the Spanish, and then by the Americans in 1821. Development continued throughout the 19th century. As a result, the district contains a rich concentration of historically and architecturally significant structures. In the late 1960s the survival of these resources was threatened seriously by the deterioration of the area. In 1967, under the aegis of the newly created Pensacola Historical Restoration Preservation Commission, the revitalization process began. Today the district is second only to Pensacola's beaches as a tourist attraction. Many structures have been adapted, recycled, and even reconstructed, resulting in the creation of a historical ambiance whose cultural and aesthetic benefits otherwise would have been lost forever. Structures are today used as museums, private residences, offices, and stores.

The West Florida report specifically addresses the economic contributions to the local economy from private and public sources for the year 1976. The impact of governmental agencies in the District was not included. The study found that the total economic impact of the Historic District on the local economy in 1976 was in excess of \$56 million. The portion contributed by the private sector totaled \$55.8 million, derived from the aggregate revenue in the business community minus the portion paid in taxes. Businesses in the district include: those related to the tourist industry, professional firms, real estate/insurance firms, wholesalers, food/entertainment establishments, charities, and service industries (contractors, designers). Another economic impact was the employment of an additional 757 persons by the business community generating payroll of over \$6.5 million.

The public sector contribution totaled \$690,000 and was computed by the revenue paid in sales tax and property tax. Sales tax receipts totaled \$610,000; property taxes accounted for \$80,000. Additional data indicated that the economic impact of the district was growing. The number of businesses in the district increased from 50 in 1970 to 79 in 1976. The total assessed value of property in 1970 was just under \$2 million; in 1976 it was approximately \$3.5 million.

These figures cannot take into account the all important long term cultural and aesthetic benefits of the preservation of the Seville Square District, but they do demonstrate clearly that preservation in Pensacola's Historic Seville Square has made a significant economic contribution to that community.

VI. DEPARTMENT OF STATE RECOMMENDATIONS

Local Historic Preservation and Conservation Authorities

In the context of the 1980s and beyond historic preservation means much more than the protection of a significant site or building. It can mean adaptive reuse to extend the lives of older buildings, energy conservation, urban revitalization, and economic development. But to be truly effective, historic preservation demands a partnership among the federal, state, and local sectors, with appropriate responsibilities for each. Local support, initiative, and involvement are mandatory in that partnership to generate the enthusiasm, pride in local heritage, and continuity necessary for successful historic preservation and conservation programs. Many times local citizens and organizations are the most aware of local needs and can be the most responsive to local issues. Additionally, in our free enterprise system, the primary responsibility for the protection and enhancement of historic resources, must rest with the property owner and the local community and secondarily with the state and federal governments. In this context it cannot be the responsibility of state and federal governments to bear the major responsibility for historic preservation at the local level; it is, however, the responsibility of government to encourage local involvement and support for historic preservation. The statement of intent of the 1966 National Historic Preservation Act offers the following points:

The spirit and direction of the Nation are founded upon and reflected in its historic past;

The historical and cultural foundations of the Nation should be preserved as a living part of our community life and development in order to give a sense of orientation to the American people;

In the face of ever-increasing extensions of urban centers, highways, and residential, commercial and industrial developments, the present governmental and nongovernmental historic preservation programs and activities are inadequate to ensure future generations a genuine opportunity to appreciate and enjoy the rich heritage of our Nation; and Although the burdens of historic preservation have been borne and major efforts initiated by private agencies and individuals, and both should continue to play a vital role, it is nevertheless necessary and appropriate for the federal government to accelerate its historic preservation programs and activities to give maximum encouragement to agencies and individuals undertaking preservation by private means, and to assist state and local governments and the National Trust for Historic Preservation in the United States to expand and

accelerate their historic preservation programs and activities.

In recognition of the importance of citizen involvement, the Florida Legislature has established eight state Historic Preservation Boards within the Department of State; six of them between 1970 and 1977. The state pays staff salaries, and operating expenses are raised locally. While these boards have been extremely effective and dramatically demonstrate the importance of local accomplishments, proliferation of state boards is neither politically realistic nor fiscally prudent. The system invites continued appeals for additional boards that will further burden the state, but leaves unsolved the question of fostering local support and citizen involvement equitably throughout the State of Florida.

The Department of State finds that there is an overwhelming need for the Florida Legislature to provide an equitable and effective mechanism to allow local communities all over Florida to participate in the historic preservation process in an informed and organized manner. The following recommendations reflect this finding:

1. Legislation permitting the creation of Historic Preservation and Conservation Authorities on a county basis will encourage citizens to build solid local historic preservation and conservation programs, responsive to local needs.
2. Historic Preservation and Conservation Authorities should be organized as "independent special districts," apart from state or local government, with membership appointed by the governor.
3. An equitable funding formula should be adopted to stimulate leverage of local monies, public and private, and to improve opportunities to leverage federal historic preservation funds. The formula should make available a limited amount of annual state funds to the Authorities, provided such funds are matched by local funds. For every state dollar spent, a matching dollar will be contributed from local sources. In turn, combined state and local dollars are eligible to match federal dollars for allowable for historic preservation activities. Financial commitment at the local level must be as sound as the state and federal commitment.
4. Technical assistance and information from the Division of Archives, History, and Records Management, Department of State will ensure the coordination of state and federal preservation and conservation programs with the efforts of the Historic Preservation and Conservation Authorities.
5. Counties and municipalities should be encouraged to create historic districts within their jurisdictions and to establish Architectural Review Boards to maintain the historic character of these districts.

5. Recognition of the existing state Historic Preservation Boards in Tampa/Hillsborough County, Tallahassee, Boca Raton, and Broward County as the Historic Preservation and Conservation Authorities for their respective counties will continue and build upon the successful programs already established. The Historic Volusia/Flagler Counties Preservation Board should also be recognized as duly constituted in those counties.

It is the Department of State proposal that Historic Preservation and Conservation Authorities be organized in the following manner:

Creation	A Board of County Commissioners may: 1) create an Authority within their county by adopting an ordinance creating the Authority, and 2) by making a financial commitment to the Authority for at least one year. The Department of State, upon notification of such creation, shall certify to the Governor and Cabinet, sitting as the Administration Commission, that the two requirements have been met.
Membership	The Governor shall appoint an Authority of nine members who have an active and demonstrated interest in the historic preservation and conservation of the county. Members shall serve four year terms.
Organization	A Preservation Authority shall be organized as an "independent special district" whose boundaries are co-extensive with the county boundaries. An "independent special district" is a special district whose governing head is an independent body, either elected or appointed, and whose budget is established independently of local governing authority, even though there may be appropriation of funds generally available to a local governing authority involved. (s. 218.03(7), Florida Statutes)
Funding	State funds appropriated by the Legislature for Historic Preservation and Conservation Authorities shall be deposited in a Historic Preservation and Conservation Trust Fund to be administered and allocated by the Administration Commission. State funds shall be allocated and released on a 50% matching basis under the following conditions: Authorities created in counties with a population of 500,000 or less may receive up to \$10,000 annually; Authorities created in counties with a population of over 500,000 may receive up to \$25,000 annually. In determining matching capability, the Authority must demonstrate that it

**Expenditure of
State Funds**

has received a financial contribution from the Board of County Commissioners, but may also include appropriations from municipalities and contributions from private and public sources.

State funds must be used for identification of architectural, historical, and archaeological resources through survey, preparation of planning studies to aid the preservation of identified resources, and the encouragement of the preservation of these resources. There is no restriction on the expenditure of local monies.

**Powers and
Duties**

The purpose and function of an Authority are to identify and encourage the preservation and conservation of historic sites and properties for the use, benefit, education, enjoyment, and general welfare of the people of this state and nation. The Authority is empowered to perform all lawful acts necessary for its purpose and function which includes the power to: litigate; contract with private individual corporations, organizations, historical societies, agencies of the state, federal, and local governing bodies for the performance of its duties; acquire, hold, lease, improve, maintain, serve as trustees of, or dispose of real and personal property; recommend the creation of historic districts to local governing bodies; and make recommendations to local planning agencies concerning the historic preservation component of the comprehensive plan as specified in s. 163.3167, Florida Statutes.

**Historic
Districts/
Architectural
Review Boards**

Counties and municipalities may establish historic districts and Architectural Review Boards to protect the historic character and integrity of designated historic districts.

**Assistance from
The Division of
Archives,
History, and
Records
Management**

The Division of Archives, History, and Records Management, as the state agency responsible for coordination of historic preservation at the state level and for administration of federal historic preservation programs within the state, shall provide technical assistance and information concerning state and federal programs to the Authorities through its Tallahassee office and through field staff.

Provisions for Existing Boards

The existing Historic Preservation Boards of Tampa/Hillsborough County, Tallahassee, Boca Raton, Broward County, and Volusia/Flagler Counties are recognized as the duly constituted Historic Preservation and Conservation Authorities for their respective counties. Current Board members continue to serve until the expiration of their terms. All property, records, trust fund balances, and monies appropriated by the Legislature, except for money appropriated for personnel positions, are transferred from the boards to the respective authorities.

Professional Preservation Services from the Department of State Field Offices

Access to professional expertise and services is vital to coordinate the needs of local citizens and communities with state and federal historic preservation programs. Obviously, state and federal programs can be effective only if they reach the people they are intended to serve. In many instances, particularly with regard to the federal grants-in-aid, National Register of Historic Places, and income tax benefit programs now in place, public participation is dependent on access to professional staff. In view of the geography of Florida, the increasing workload being placed on the Division of Archives, History, and Records Management by federal programs, and the cost of travel, it is becoming more difficult for current staff based in Tallahassee to serve the entire state in a reasonable and timely manner. The Department of State finds that:

1. Placement of professional staff of the Division of Archives, History, and Records Management, Department of State in the field will provide direct professional support services to Historic Preservation and Conservation Authorities, local organizations, governments, and individuals. The addition of field staff will not add a layer of bureaucracy within state government, but will initiate availability of professional preservation staff services to all areas of the state in an efficient, effective, and equitable manner.
2. A minimum of three Career Service positions—a historic preservationist, a historic preservation planner, and a clerical position—should be located in the existing Department of State field offices in Pensacola, Jacksonville, Orlando, Tampa, and Miami. Using existing field offices will be more efficient and cost effective and will place staff within a half day's drive of most areas of the state. The concept of preservation field offices is not unique. Other states such as Ohio, North Carolina, South Carolina, and Georgia have established field offices, as have the

Heritage Conservation and Recreation Service of the Department of the Interior and the National Trust for Historic Preservation, Inc.

3. Preservation field staff would perform the following needed functions within the areas they serve:
 - Educate and inform the public about the aesthetic, cultural, and economic benefits of historic preservation and conservation of the built environment.
 - Provide information and coordination concerning all aspects of state and federal historic preservation programs including:
 - Federal matching grants for survey and planning for acquisition and development of National Register Properties
 - National Register nominations
 - Income tax benefits now available for the rehabilitation of income producing historic properties under the Tax Reform Act of 1976 and the Tax Revenue Act of 1978
 - Historic Preservation Loans and other available funds
 - Florida Master Site File
 - Florida Historic Preservation Trust Fund
 - Florida Historic Marker Program
 - Assist Historic Preservation and Conservation Authorities to start, grow, and remain visible.
 - Assist local organizations and individuals with specific projects.
 - Assist in the development of local ordinances, historic districts, and survey and planning.
 - Identify areas of potential development.

Division of Museums and Folk Culture

Protection and enhancement of state owned resources of statewide and national significance are clearly the responsibility of state government. These resources form a part of the irreplaceable heritage of all Floridians. The State of Florida now owns historical museums and interpretive facilities, currently placed under the Department of State, in St. Augustine, Pensacola, Tallahassee, and Key West. These require careful management, operation, and maintenance to derive the maximum benefits for the public. Museum and interpretive properties within the Department include *San Agustin Antiguo* in St. Augustine, the West Florida Museum of History in Pensacola, the Museum of Florida History in Tallahassee, and several historic structures in Key West.

San Agustin Antiguo is an outdoor village museum which interprets the colonial origins of the nation's oldest continuously occupied European settlement. The West Florida Museum of History is a collective term for several historical museums and interpretive facilities located in

Pensacola's Historic Seville Square District including the West Florida Museum of History. The Museum of Florida History, located in Tallahassee, has a statewide mandate to interpret Florida history. Its collection includes archaeological, historical, and contemporary artifacts and material relating to human existence in Florida.

In Key West, three structures are currently in state ownership: the Old Armory, the Oldest House, and the Old City Hall. The Truman Little White House, and the Old Post Office/Customs House are potential acquisitions from the surplus property of the Key West Naval Air Station. Under the surplus property process, public agencies may acquire suitable property at no cost or at a discount. Feasibility studies have determined that both the Post Office and Little White House would be excellent facilities to enhance the interpretation of one of Florida's oldest and most distinctive cities.

At present, the various Department of State museums and historic properties are administered by different agencies of the Department: the Historic St. Augustine Preservation Board, the Historic Pensacola Preservation Board, the Division of Archives, History, and Records Management, and the Historic Key West Preservation Board. In addition, the Florida Folklife Program, which has a statewide mandate to identify, document, collect, and present Florida folk culture to the public, is administratively placed in the Office of the Secretary.

The Department of State finds that reorganization of these existing programs (*San Agustin Antiguo*, the West Florida Museum of History, the Historic Key West Museum, the Museum of Florida History, and the Florida Folklife Program) within a single division will improve management and coordination of state services, eliminate overlapping activities, and be more responsive to public needs. The following recommendations reflect this finding:

1. The creation of a Division of Museums and Folk Culture, to be composed of the museums and related activities of the Department, will differentiate between the museum and the historic preservation programs of the Department, placing each in a new perspective with appropriate levels of responsibility for state and local efforts. It will also provide for clear lines of authority and communication which do not now exist between the Department and the various museum entities. Coordination of resources and of expertise, as well as the elimination of duplicating activities will result in a more cost effective management of these programs. In addition, a coordinated marketing and publicity effort will create a higher level of visibility for these museums resulting in greater use of these facilities by the public and in increased tourist dollars for the communities in which they are located.

2. To ensure continuity and citizen oversight the Department recommends that Restoration Commissions be created to promote, encourage, and provide program and policy direction for *San Agustin Antiguo*, for the West Florida Museum of History, and for the Historic Key West Museum. A Commission is defined statutorily as "a body established within a department and exercising limited quasi-legislative or quasi-judicial powers or both independently of the head of the department." (s. 20.03(10), Florida Statutes) The respective commissions would be appointed by the Secretary of State. It is the intent of the Department of State that these bodies have legal standing and that the Commissions exercise direct supervision of present and future program and policy decisions with regard to the respective museum entities. The current members of the Historic Preservation Boards in St. Augustine, Key West, and Pensacola should serve out their terms as Commissioners and be eligible for reappointment to provide the necessary continuity and to ensure that the museums receive the maximum benefit of their knowledge and experience.
3. State general revenue funds for the museum components of the Division of Museums and Folk Culture should be maintained for staff salaries, while operating expenses should continue to be raised from leases, rentals, gate receipts, and from other public and private sources.
4. The Historic Capitol restoration is Florida's most visible commitment to historic preservation. The 1978 Legislature appropriated over \$7 million to restore the Historic Capitol to its authentic 1902 form; however, no decisions have been made to ensure that the restoration standards will be maintained in perpetuity. The Department recommends that the Florida Historic Capitol be under the control and supervision of the Secretary of State to determine appropriate uses of the historic structure in keeping with the restoration. Maintenance and custodial functions would remain with Department of General Services, subject to the special requirements of the building. The Department recommends that the Historic Capitol function as a living historic restoration to promote and encourage knowledge and appreciation of Florida's heritage. The building should house within its walls museum exhibits, collections, and interpretive programs relating to Florida government and the Historic Capitol, as well as appropriate state agencies carrying out the daily functions of government. The Department further recommends, in view of the very special nature of Florida's Historic Capitol, that the posi-

tion of Capitol Curator be created within the Division of Museums to: promote and encourage appreciation of the Historic Capitol; directly supervise the interior design and furnishings in a manner consistent with the restoration; and collect, exhibit, and interpret materials and artifacts related to the historic structure.

VII. SUMMARY

What is Historic Preservation?

Historic preservation means the identification, protection, and beneficial use of the important archaeological, architectural, and historical resources of our past. It is a movement built on the firm foundation that the preservation of America's tangible historic resources gives dimension to the present and direction for the future, providing a sense of place and continuity for us all. However, historic preservation is a movement that requires a partnership among federal, state, and local levels with appropriate responsibilities at each level.

Economic Benefits of Historic Preservation

Adaptive reuse and conservation of the nation's building stock have very real economic benefits. Rehabilitation projects generally take less capital to start and less time to complete than comparable new construction, tying up less money over a shorter period of time before the investor realizes a return. By their nature, restoration projects are labor intensive; they rely less on expensive heavy machinery and costly structural materials than does new construction.

Historic preservation also saves energy by taking advantage of that nonrecoverable energy already embodied in an existing building and extending the use of it. America's built environment truly represents a major investment in energy just as the coal and oil buried underground.

Historic preservation directly contributes to urban revitalization. In fact, the urban revitalization process often begins as a preservation related activity when the loss of a significant property or properties is threatened.

Historic preservation also complements the Presidential guidelines on Community Conservation which stress that public and private investment ought to build upon existing resources to the greatest extent possible in order to avoid unnecessary and costly duplication and waste. The objective of the President's Community Conservation policy is to encourage, through appropriate federal, state, and local actions, the targeting of limited resources on the redevelopment and/or development by the private sector of older commercial areas in cities, suburbs, and rural areas.

Historic preservation, needless to say, is not the answer to all of our economic and social problems, but it does contribute in very positive ways to a healthy economy and environment.

Department of State Recommendations for Reorganization of Historic Preservation Programs

The Department of State finds that the present historic preservation programs in Florida have been effective for the areas they serve;

however, a more effective and equitable system, in which all Floridians can participate, should be instituted by the Florida Legislature. The Department of State makes the following recommendations to the 1980 Florida Legislature.

State Historic Preservation Boards

While the state Historic Preservation Boards are extremely effective in the areas where located and dramatically demonstrate the importance of local initiative, the continued proliferation of state boards is not politically realistic nor fiscally prudent. As presently constituted, the system invites continued appeals for additional boards that will further burden the state and leave unsolved the question of fostering local support and involvement in historic preservation throughout all areas of the state.

Recommendation

The Department of State recommends that the Florida Legislature pass enabling legislation to permit the creation of Historic Preservation and Conservation Authorities on a county basis if desired by local citizens. An equitable formula should be adopted to provide limited state matching funds to stimulate leverage of local monies, both public and private, and to improve opportunities to leverage federal historic preservation funds. The existing state Historic Preservation Boards of Tampa/Hillsborough County, Tallahassee, Boca Raton, Broward County, and Volusia/Flagler Counties should be recognized as the Historic Preservation and Conservation Authorities for their respective counties.

Division of Archives, History, and Records Management

In view of the geography of Florida, the increasing workload requirements of the federal historic preservation programs, and the high cost of travel, it is becoming more difficult for a professional preservation staff based in Tallahassee to serve the entire state in a reasonable and timely manner. Access to professional expertise and services is vital to coordinate the needs of local citizens and communities with state and federal historic preservation programs. Obviously, state and federal programs can be effective only if these programs reach the people they are intended to serve.

Recommendation

Placement of professional preservation staff of the Division of Archives, History, and Records Management in the existing field offices of the Department of State will provide direct professional support services at the local level to Historic Preservation and Conservation Authorities, local organizations, governments, and individuals. Department field offices are presently located in Pensacola, Jacksonville, Orlando, Tampa, and Miami.

Preservation field staff would serve to educate and inform the public of the benefits of historic preservation programs; assist Historic Preservation and Conservation Authorities to start, grow, and remain viable; and assist local organizations and individuals with specific projects. Rather than add another layer of bureaucracy in state government, the addition of preservation field staff of the Division of Archives, History, and Records Management will encourage all Floridians to participate in state and federal programs and allow these programs to be responsive to local needs.

Museum and Interpretive Facilities

Protection and enhancement of state owned resources of statewide and national significance are clearly the responsibility of state government. These resources form a part of the irreplaceable heritage of all Floridians. The State of Florida now owns historic museums or interpretive facilities, placed under the Department of State, in St. Augustine, Pensacola, Tallahassee, Key West, and White Springs which require careful management, operation, and maintenance to derive the maximum benefits for the public. These museums and properties are: *San Agustin Antiguo* in St. Augustine, the West Florida Museum of History in Pensacola, the Museum of Florida History in Tallahassee, several historic structures in Key West, and the Florida Folklife Program in White Springs. At present each of these is administered by a different agency of the Department with the exception of the Folklife Program, which is administratively placed in the Office of the Secretary. There is no umbrella organization in the Department to address the specific needs of these historic museums and facilities.

Recommendation

The Department of State finds that reorganization of the existing programs (*San Agustin Antiguo*, the West Florida Museum of History, the Historic Key West Museum, the Museum of Florida History, and the Florida Folklife Program) within a Division of Museums and Folk Culture will improve management and coordination of state services, eliminate overlapping activities, and be more responsive to the public. The creation of a Division of Museums and Folk Culture will differentiate between the museum and historic preservation programs of the Department placing each in a new perspective with appropriate sectors of responsibility for state and local efforts. It will also provide clear lines of authority and communication between the various museum entities which do not now exist. Coordination of resources and of expertise and the elimination of duplicating activities will result in a more cost effective management of these programs. A coordinated marketing and publicity effort will create a higher level of visibility for these museums and increased tourist dollars.

It is the intent of the Department that the Preservation Boards in Pensacola, St. Augustine, and Key West be renamed Commissions, and that they retain legal standing and exercise direct supervision of present and future programs and policy decisions with regard to their respective museums. The current Trustees of the Historic Preservation Boards in St. Augustine, Key West, and Pensacola should serve out their terms as Commissioners and be eligible for reappointment to provide continuity and to ensure that the museums receive the maximum benefit of their knowledge and experience.

Florida's Historic 1902 Capitol

In 1978 the Florida Legislature voted overwhelmingly to restore the Historic Capitol in its authentic 1902 form. This restoration of one of Florida's most historic buildings, now in progress, is the most visible and significant commitment ever made in any one Legislative session to historic preservation in the state; however, no decisions have been made to ensure that the restoration when completed will be maintained in perpetuity.

Recommendation

The Department of State recommends that the Florida Historic Capitol be recognized as a unique building with special requirements for its use and care. Maintenance and custodial functions would remain with the Department of General Services subject to the special requirements of the building. It is the intent of the Department that the Historic 1902 Capitol function as a *living historical restoration*. The building should house within its walls museum exhibits, interpretive programs relating to Florida government and to the Historic Capitol, as well as appropriate state agencies carrying out the daily functions of government.

VIII. APPENDICES

I. Criteria of Significance for Listing in the National Register of Historic Places

The following criteria are designed to guide the states, federal agencies, and the Secretary of the Interior in evaluating potential entries to the National Register.

The quality of **significance** in American history, architecture, archaeology, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

(A) that are associated with events that have made a significant contribution to the broad patterns of our history; or

(B) that are associated with the lives of persons significant in our past; or

(C) that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

(D) that have yielded, or may be likely to yield information important in prehistory or history.

Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, and properties that have achieved significance within the past 50 years, shall **not be considered** eligible for the National Register. However, such properties **will qualify** if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

(A) a religious property deriving primary significance from architectural or artistic distinction or historical importance; or

(B) a building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or

(C) a birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building directly associated with his productive life; or

(D) a cemetery which derives its primary significance from graves or persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or

(E) a reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or

(F) a property primarily commemorative in intent if design, age, tradition, or symbolic value have invested it with its own historical significance; or

(G) a property achieving significance within the past 50 years if it is of exceptional importance.

II. Summary Exhibits from
"The Contribution of Historic Preservation to Urban Revitalization,"
 Advisory Council on Historic Preservation, January 1979

EXHIBIT 1
Summary of Characteristics
Case Study Areas and Historic Districts

Geographic Location of City/Relationship of SMSA ¹	Alexandria, Virginia	Galveston, Texas	Savannah, Georgia	Seattle, Washington
Mid-Atlantic Riverfront/Satellite City	South Central Gulf Coast/Central City	Southwest Bayfront/Central City	Northwest Bayfront/Central City	
SMSA Population — 1975	3,004,540	183,244	194,957	1,416,000
City Population — 1975	113,900	60,125	116,179	503,500
SMSA Per Capita Income — 1975	\$7,843	\$6,205	\$5,356	\$6,869
Name and Size of Historic District	The Old and Historic District — 120 Sq. Blocks	The Strand National Historic Landmark District — 13 Blocks	The Historic District 2 1/2 Sq. Miles	Pioneer Square Historic District — 18 Blocks
Dates of District Designation	1966	1970	1966	1969
By National Register	1946, 1958, 1965	None	1973	1970
By Local Ordinance				
Primary/Secondary Uses in Historic District	Residential/Retail, Office, Restaurant, Hotel	Retail, Restaurant/Office, Residential	Residential/CBD, ² Retail, Restaurant, Office	Office/Retail, Restaurant
Major Preservation Organization/Tools	Historic Alexandria Foundation, Historic District Review Board/Political, Fund-raising	Galveston Historical Foundation, CCCAC ³ /Revolving Fund, Deed Restrictions, Planning, Financing Commitments	Historic Savannah Foundation, Inc./Revolving Fund, Education, Promotion, Political, Deed Restrictions	Historic Review Board, OUC/Political, Fund-raising, Private risk-taking
Major Sources of Revitalization Financing	Private, Urban Renewal Program, Some Federal Grants	Foundation, Local Financial Community, Federal Grants, Community Development Block Grants	Private Investment, Revolving Fund, Local Financial Community, Urban Renewal Used to Leverage Private Investment	Private, Some Local Financial Community, City, Federal Grants

(1) Standard Metropolitan Statistical Area

(2) Central Business District

(3) Galveston County Cultural Arts Council

(4) Office of Urban Conservation, City of Seattle

Source: Booz, Allen & Hamilton Inc.

EXHIBIT 2
Summary of Urban Revitalization Impacts
of Historic Preservation in Historic Districts

	Alexandria, Virginia	Galveston, Texas	Savannah, Georgia	Seattle, Washington
Percent of Structures Stabilized/Renovated	98.0	49.7	46-4	46.2
Change in Characteristics of the District				
BEFORE	Economically and socially blighted area	Deterioration, high vacancy, warehouse area	Overcrowded, blighted area — lack of local pride	Original "Skid Row" — illegal activities, transient population
AFTER	Viable residential area with restored and new homes, new stores, restaurants, and offices Tourist attraction	Unified area of renovated buildings with stores, restaurants, offices, and apartments Tourist attraction	Revitalized urban core and series of neighborhoods that are a source of pride for residents, and a major tourist draw	An office center with shops, restaurants, and a direct linkage with downtown Tourist attraction Housing planned
Private Investment	Not available	\$4.2 million	\$80 million	\$18 million
Public Investment	\$28.9 million	\$2.9 million ¹	\$16 million	\$2.1 million
Annual Average Increase in Selected Retail Sales	24%	125% ²	Not available	25.7%
(No. of Years)	(6)	(4)		(1)
Annual Average Increase in Property Value — Years and Blocks Included	43% 1960-1977 8 Blocks	11% 1974-1977 13 Sq. Blocks	23% 1965-1977 18 Sq. Blocks	17% 1965-1978 9 Sq. Blocks
Annual Average Increase in Property Tax Revenue Generated — Years and Blocks Included	49% 1960-1977 8 Blocks	9% 1974-1977 13 Sq. Blocks	16% 1965-1977 19 Sq. Blocks	18% 1965-1978 9 Sq. Blocks
Violent Crime in Historic District % of City	1965 — 21.4% 1977 — 14.5%	1975 — 8.2% 1977 — 2.9%	Not available	1960 — 13.1% 1976 — 1.8%

(1) Includes a \$2.2 million grant not yet received

(2) Estimated by merchants

Source: Booz, Allen & Hamilton Inc.



MONROE STREET, in the 1880s